

Message Text

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C O N F I D E N T I A L MOSCOW 1790

E.O. 11652: GDS

TAGS: PFOR, PINS, UR, US, CSCE

SUBJ: PROPOSED RELAXATION OF TRAVEL CONTROLS UNDER PROVISIONS
OF CSCE FINAL ACT

REFS: 75 MOSCOW 15286, MOSCOW 0663, MOSCOW 1331,
STATE 006150, STATE 014396,
MOSCOW 1750

1. EMBASSY STRONGLY CONCURS WITH THRUST OF STATE 014396,
PARAGRAPH 5, ON THE DESIRABILITY OF A U.S. INITIATIVE IN THE
GENERAL AREA OF TRAVEL CONTROLS IN ORDER TO PRE-EMPT A PROBABLY
MORE LIMITED SOVIET PROPOSAL, REMOVE THE U.S. FROM THE
POSITION OF RESPONDER CONCERNING TRAVEL EASEMENT, AND PERHAPS
IN GENERAL PROVIDE A POSITIVE IMPETUS TO FUTURE SOVIET BUREAUCRA-
TIC DECISION-MAKING ON TRAVEL MATTERS WITHIN THE FRAMEWORK OF CSCE
IMPLEMENTATION.

2. EMBASSY SUGGESTS THAT A PROPOSAL BE MADE TO SOVIETS FOR A SIG-
NIFICANT MUTUAL RELAXATION OF TRAVEL CONTROLS AND A SUBSTANTIAL EX-
PANSION OF TRAVEL OPPORTUNITIES IN BOTH THE U.S. AND USSR FOR
PERSONAL AND PROFESSIONAL REASONS UNDER THE CSCE PROVISION "TO
EASE REGULATIONS CONCERNING MOVEMENT OF CITIZENS FROM
OTHER PARTICIPATING STATES IN THEIR TERRITORY, WITH
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DUE REGARD TO SECURITY REQUIREMENTS."

WITHIN THE PARAMETERS IMPOSED BY OUR OWN CLEARANCE PROBLEMS, WE WOULD SPECIFICALLY RECOMMEND:

A. A MAJOR REDUCTION IN CLOSE-AREAS TO THOSE OF A SERIOUS SECURITY NATURE; (WE UNDERSTAND THAT ONLY APPROXIMATELY 15 PERCENT OF U.S. AREAS NOW CLOSE FALL INTO THIS CATEGORY. WHILE WE MAY NOT WANT TO GO QUITE THAT FAR IN ONE STEP, A REDUCTION BY A SUBSTANTIAL PERCENTAGE WOULD BE A GOOD OPENING SHOT IN OUR POST-CSCE EFFORTS TO EASE THE SOVIETS TOWARDS FULLER COMPLIANCE IN BASKET II AREAS.)

B. NOTE-FREE TRAVEL BY AIR AND RAIL BETWEEN NEW YORK AND WASHINGTON, WASHINGTON AND SAN FRANCISCO, SAN FRANCISCO AND NEW YORK TO BE RECIPROCATED BY THE SAME BETWEEN MOSCOW AND LENINGRAD, MOSCOW AND KIEV, KIEV AND LENINGRAD.

GEOGRAPHICALLY AND PRACTICALLY THIS IS OF MUCH GREATER BENEFIT TO THE SOVIETS, DEPARTMENT MAY WISH TO CONSIDER ADDING BOSTON AND CHICAGO IN EXCHANGE FOR IRKUTSK AND NAKHODKA (OR TASHKENT) THUS ACHIEVING BOTH GREATER LIBERALIZATION AND MORE EQUITABLE

BALANCE.)

C. REDUCTION OF CLOSED-AREAS AND ADDITIONAL NOTE-FREE TRAVEL FOR WASHINGTON AND SAN FRANCISCO, MOSCOW AND LENINGRAD AREAS; (AN EXAMPLE OF THE PRACTICAL (AND WE PRESUME UNINTENDED) DIFFICULTIES IMPOSED BY THE CURRENT SITUATION IS THE RECENT DISCOVERY THAT A CENTRAL NEWSPAPER ARCHIVES FORMERLY AT LENIN LIBRARY ARE NOW LOCATED IN A CLOSED-AREA NEAR KHI-MIKI. U.S. EXCHANGEES ARE THUS REQUIRED AT PRESENT TO EITHER COMPILE A LIST OF ARCHIVAL MATERIALS THEY WISH TO USE AND WAIT THREE DAYS FOR ITS RETRIEVAL OR REQUEST A CLOSED-AREA EXCEPTION.)

D. EXPANSION OF AREAS (TO BE DETERMINED BY THE DEPARTMENT) SUBJECT TO 24-HOUR PRIOR NOTIFICATION RATHER THAN 48-HOUR.

E. EXTENSION OF ABOVE TRAVEL RIGHTS TO ALL SOVIET AND CONFIDENTIAL

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AMERICAN CITIZENS RESIDENT IN THE OTHER'S COUNTRY;

F. SIMILAR TREATMENT FOR BUSINESS AND OFFICIAL EXCHANGE VISITORS WITH NO FORMALLY CLOSED-AREAS BUT ITINERARIES TO BE NEGOTIATED.

HOWEVER EVEN IF WE ACHIEVE THE SUBSTANTIAL TRAVEL RELAXATION SOUGHT, WE SHOULD EXPECT THE SOVIETS TO

CONTINUE CIRCUMSCRIBING EMBASSY TRAVEL THROUGH MANIPULATION
OF THE UPDK RESERVATION SYSTEM AND DIRECT REFUSALS "FOR
REASONS OF A TEMPORARY NATURE".

3. IN COMBINATION WITH THE EXTENSIVE TRAVEL EASEMENT SOUGHT
ABOVE WE WOULD RECOMMEND (AS OUTLINED IN MOSCOW 1331) A SOMEWHAT
STRICTER APPLICATION OF EXISTING U.S. TRAVEL REGULATIONS ESPE-
CIALLY AS THEY APPLY TO CLOSED-AREA ACCESS.
STOESSEL

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